

South Linden Land Use Plan

Columbus Citywide Planning Policies

Columbus Planning Division

DRAFT: 03/28/2018



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Contents

1 – Introduction

About Columbus Citywide Planning Policies

Relationship to Existing Plans

2 – About the Plan Area

Plan Area

Plan Area Boundary Map

Plan Area Overview

Review of Recent Planning Efforts

Concurrent Planning Efforts

Existing Land Use

Existing Zoning

3 – Plan Process

Plan Process Overview

Summary of Public Input

4 – Recommendations

Recommended Land Use Map

Key Recommendations

South Linden Area Specific Policies

1 - Introduction

About Columbus Citywide Planning Policies

Columbus Citywide Planning Policies (C2P2) serve as the basis for land use planning within the city of Columbus and specifically address land use and design in development review. C2P2 includes four primary elements: Guiding Principles, Design Guidelines, Land Use Policies, and Land Use Plans. The first three elements are applicable citywide, while Land Use Plans are area specific. Together, the four elements are used to guide community and city review of rezoning and variance applications. Table 1.1 (below) provides a description of each element.

C2P2 Element	Description	Application
Guiding Principles	“Big picture” ideas that express how the city should develop and serve as the foundation for the Land Use Policies and Design Guidelines.	Citywide
Design Guidelines	Recommendations for the placement and design of development (what development should “look” like), including topics such as connectivity, setbacks, parking, open space, and natural resources.	Citywide
Land Use Policies	Detailed policies (text) designed to be used with the Recommended Land Use Map in an area’s Land Use Plan. These policies provide flexible guidance on key land use issues and scenarios.	Citywide
Land Use Plan(s)	Developed for each area individually. It includes a Recommended Land Use Map and Area Specific Policies, and provides recommendations to address special circumstances in the each area.	Area Specific

Table 1.1

C2P2 and the South Linden Area

Columbus City Council adopted Columbus Citywide Planning Policies for the South Linden Plan Area on *[future date to be inserted]* in order to provide the South Linden with the most up-to-date, best practices for land use and design. Unlike a static plan, updates to the C2P2 Guiding Principles, Design Guidelines and Land Use Policies (when adopted by City Council) will apply automatically to the South Linden Area.

The South Linden Land Use Plan is a primary element of C2P2 (for more information, see Table 1.1). The Land Use Plan was developed by city staff in partnership with the community to provide specific land use recommendations for property within the plan boundary. It includes a description of the South Linden Plan Area (Plan Area), an existing conditions summary, a Recommended Land Use Map and Area Specific Policies. The Recommended Land Use Map directly corresponds to C2P2 Land Use Policies and applicable Area Specific Policies. Rezoning or variance applications are reviewed by city staff and the community for consistency with Columbus Citywide Planning Policies, including the Design

Guidelines, Land Use Policies, and Land Use Plan. For more information on how to use the South Linden Land Use Plan, see *Using Columbus Citywide Planning Policies: Basic Steps* on page 6.

Columbus Citywide Planning Policies are:

- **Adopted city policy.**
- **Used to guide community and city review of future rezoning and variance requests.**
- **NOT**...City code or law, and do not change existing zoning or zoning overlays already in place.
- **NOT**...used to address operational issues or issues unrelated to the built and natural environment, such as healthcare, code enforcement, and public safety. These items are outside the scope of the planning process.
- **NOT**...used to directly plan for traffic, congestion, or storm-water issues. (Instead, these matters are addressed as part of the development review process managed by the Department of Building and Zoning Services.)

Using Columbus Citywide Planning Policies: Basic Steps

Follow five basic steps to review development proposals using the Columbus Citywide Planning Policies:

Begin with an area's C2P2 Land Use Plan (Step 1-3):

Step 1: Identify the location of the development on the Recommended Land Use Map located within the C2P2 Land Use Plan. Refer to the map legend to determine the recommended land use for the site location. Online mapping applications are also available at:
www.columbus.gov/planning

Step 2: Refer to the Land Use Classification Table for a general description of the land use recommendation for the site.

Step 3: Review the Area Specific Policies located within the C2P2 Land Use Plan to determine if any apply to the site.

Then proceed to C2P2 Land Use Policies (Step 4):

Step 4: Review the C2P2 Land Use Policies (page 28-40) that corresponds with the land use recommendation for more specific policy information.

Then proceed to C2P2 Design Guidelines (Step 5):

Step 5: Refer to any relevant C2P2 Design Guidelines (page 15-27) for the proposed development.

Relationship to Existing Plans

The South Linden Land Use Plan serves as adopted City policy and supersedes and replaces all previous plans and studies for the areas, including:

South Linden Neighborhood Plan (2003)

The South Linden Neighborhood Plan addressed issues pertaining to economic development, public safety, aesthetics of the neighborhood, community identity, along with traffic and circulation.

South Linden Neighborhood Plan Amendment (2012)

The South Linden Neighborhood Plan Amendment served as an update to the 2003 South Linden Neighborhood Plan. The amendment addressed land use, urban design, economic development, and to a lesser extent, transportation.

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2 – About the Plan Area

Plan Area

The South Linden Land Use Plan Area (Plan Area) is located in the near northeast portion of the city of Columbus. The area is served by the South Linden Area Commission.

The area's 1,010 acres (1.58 square miles) are bounded by I-71 to the west, Hudson Street to the north, the old Columbus and Ohio River Railroad and Joyce Avenue to the east, and the Norfolk Southern Railroad to the south (Figure 1-1). The Plan Area has a 2017 estimated population of 9,851 people comprising 3,794 households with an average household size of 2.57, and is located between the areas of Clintonville, North Linden, Milo Grogan, and Northeast. (Source: ESRI).

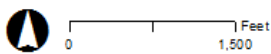
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Plan Area Boundary Map

Figure 1-1



South Linden Land Use Plan Boundary



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ANDREW J. GINTER, MAYOR
DEPARTMENT OF
DEVELOPMENT

Plan Area Overview

A primarily residential community, most of the South Linden area was annexed to Columbus from 1910 to 1924. Neighborhoods subsequently emerged with Cleveland Avenue serving as the center of commerce and connection to the larger community.

South Linden is comprised of a variety of residential architectural styles with Bungalow, Craftsman, and Cape Cod being most common. Noteworthy public and civic buildings include the Cleve Movie Theater, Linden-McKinley High School, Travelers' Rest Missionary Baptist Church, and the Columbus Metropolitan Library Linden Branch. Linden McKinley High School displays Greek Revival architecture and was completed in 1927, then updated in 2011. The Linden Library was designed in a modern industrial architectural style and constructed in 2003.

Commercial buildings in the area contain a variety of architectural styles and date from the early 1900s to current time. Most of the commercial uses are located along Cleveland Avenue or Hudson Street, with the larger industrial uses located on the area's eastern edge.

The area contains several areas of open space with Maloney Park being the largest, although a number of schools are also located within the area that also provide open space. Additionally, Linden Park lies just to the north of the planning area and is scheduled for major renovations in the coming years. Douglas Community Center and St. Stephens Community House provide gathering places and services for residents within the community.

The grid street pattern in South Linden allows for a high degree of connectivity for all travel modes. The area is also well served by public transit service. The new Central Ohio Transit Authority (COTA) Bus Rapid Transit line, CMAX, runs along Cleveland Avenue, connecting the area to northeast Columbus and downtown. The COTA 8 line also serves the area (among other COTA lines) with connections to The Ohio State University, the Arena Entertainment District, the Ohio Statehouse, and the south side of Columbus. Other major activity centers and employment destinations readily accessible from South Linden by COTA include: Riverside Hospital and Ohio Health facilities, Easton Town Center, and Columbus State Community College. Additionally, the Ohio State Fairgrounds are found immediately west of the area.

Like many central city neighborhoods, South Linden has experienced population loss and economic challenges. Despite these factors, neighborhood leaders are working with the City and other partners to foster continued investment, building on the elements that contribute to a thriving community. Civic groups in South Linden include the South Linden Area Commission, Greater Linden Development Advisory Council, Greater Linden Business Network, and the Greater Linden Blockwatch Alliance.

Review of Recent Planning Efforts

South Linden Neighborhood Plan (2003)

Adopted in 2003, the South Linden Neighborhood Plan, considered such issues as economic development, public safety, streetscape improvement, traffic and circulation, and housing. Key recommendations focused on these issues with action steps identified for community stakeholders. The document took the form of a strategic action plan rather than a traditional land use plan and consequently was amended through an effort focusing on development issues.

South Linden Neighborhood Plan Amendment (2012)

The 2012 South Linden Neighborhood Plan Amendment built on the 2003 plan with an emphasis on land use and urban design. The plan amendment included recommended land use for all parcels in the area and design guidelines intended for use in reviewing development proposals. Primary recommendations included maintaining current development patterns in the cores of the residential areas and mixed use development along Cleveland Avenue, 11th Avenue, and portions of the Hudson Street corridor. The plan also called for commercial overlays on Hudson Street and Cleveland Avenue. While an Urban Commercial Overlay was put in place along Cleveland Avenue, Hudson Street does not have such a designation at this time.

Concurrent Planning Efforts

CelebrateOne (2015 – Present)

In June 2014, the Greater Columbus Infant Mortality Task Force ended its 6-month process with the release of its final report to the residents of Franklin County. In it were eight recommendations to reduce the community's alarming infant mortality rate by 40 percent and cut the racial health disparity gap in half by 2020.

CelebrateOne was created in November 2014 to carry out the Task Force's recommendations and ensure Franklin County meets its ambitious goal.

In Linden, CelebrateOne works with residents and businesses in the community to make places where moms-to-be, babies and families live, learn, work and play healthier and safer. The work is driven by Community Connectors who help to reduce infant mortality by increasing the number of women of childbearing age connected to health and social supports within Linden.

The CelebrateLinden app was created by a team of Linden residents and advisors working with CelebrateOne. The app offers a way to participate in community events, strengthen families and improve access to resources and services. Users can participate in community challenges for reward points and share community pride.

Linden Community Plan (2018)

The Linden Community Plan is a resident-driven planning effort designed to establish a vision for shared prosperity and growth based on the concerns, needs and aspirations of the community. The plan will develop strategies that address the needs of existing residents and businesses and explore opportunities for additional community growth. Areas of consideration include education, safety, housing and economic development.

The South Linden Land Use Plan is a primary element of Columbus Citywide Planning Policies (for more information, see Table 1.1). Columbus Citywide Planning Policies provide South Linden with the most up-to-date, best practices for land use and design. These policies and guidelines compliment the Linden Community Plan process, and together, these two planning efforts formulate a vision for the future of South Linden.

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Existing Land Use

Land use describes the type of activity occurring on a site. Land use can generally be categorized as residential, retail, office, institutional, or industrial and is typically consistent with the zoning district assigned to the parcel. Existing land use in South Linden is illustrated in Figure 1-2.

Combined residential uses comprise 52 percent of the area making it the most predominant land use in South Linden. The majority of residential uses are single-family homes; however, areas of multifamily exist along Cleveland Ave and other scattered sites throughout the area. The highest single land use category is low-medium residential at 32 percent of the acreage (covering 283 acres at 6-10 dwelling units per acre). Institutional uses represent the second highest land use in the area at 14 percent of the acreage (124 total acres). Columbus City Schools owns the majority of the institutional uses in South Linden. Maloney Park is the largest park in South Linden covering 24 acres along the eastern edge of the area.

Figure 1-3

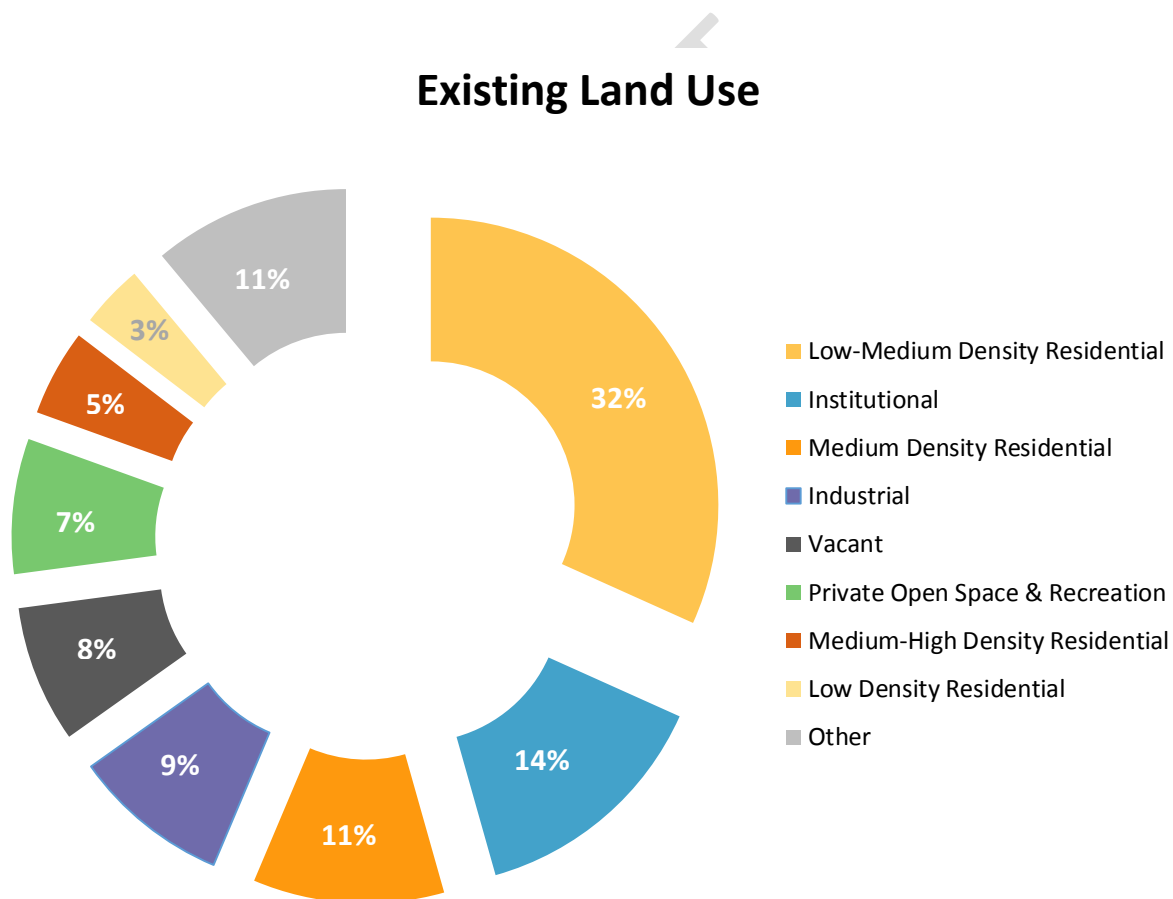
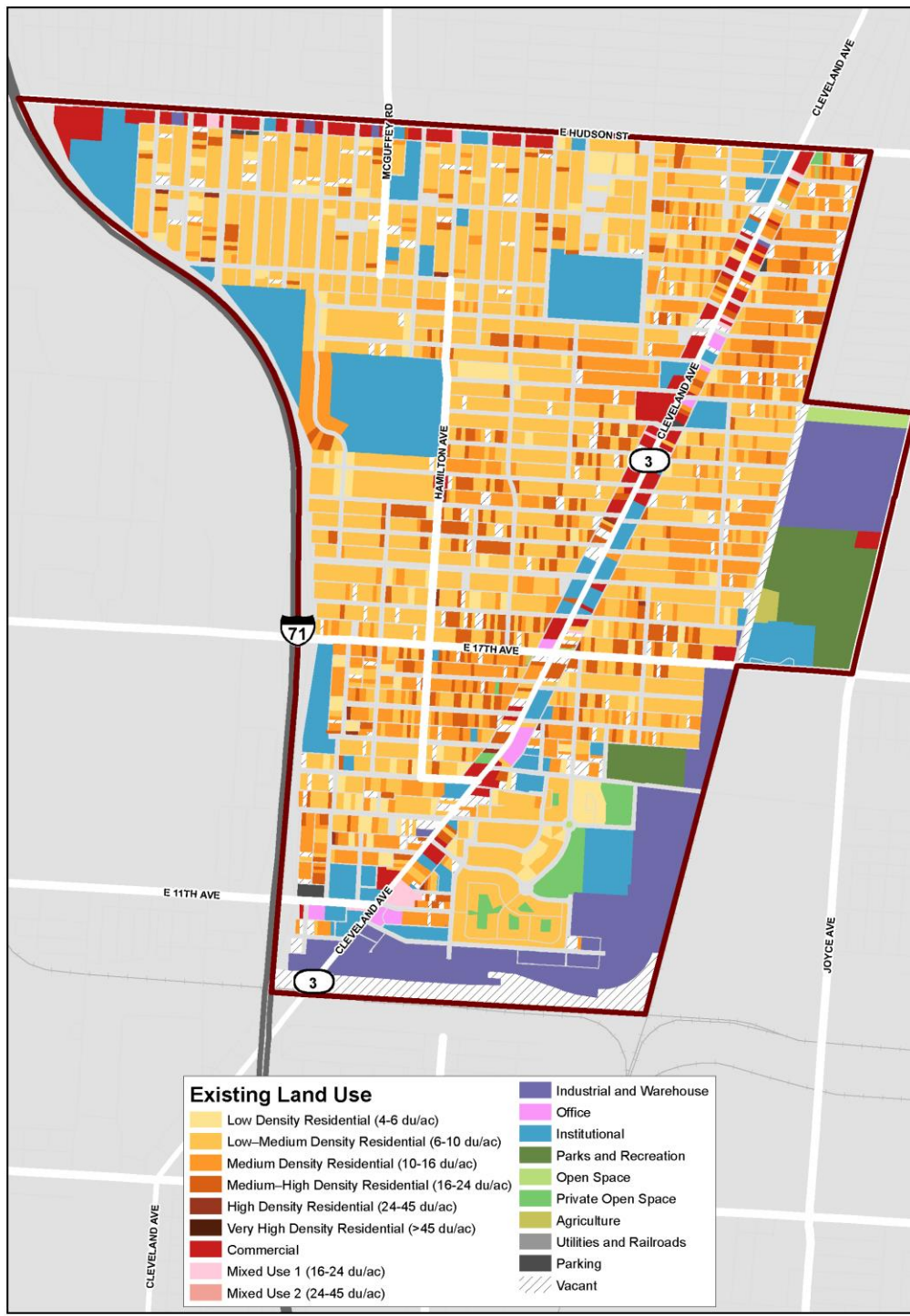
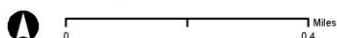


Figure 1-3



South Linden Land Use Plan Existing Land Use



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Existing Zoning

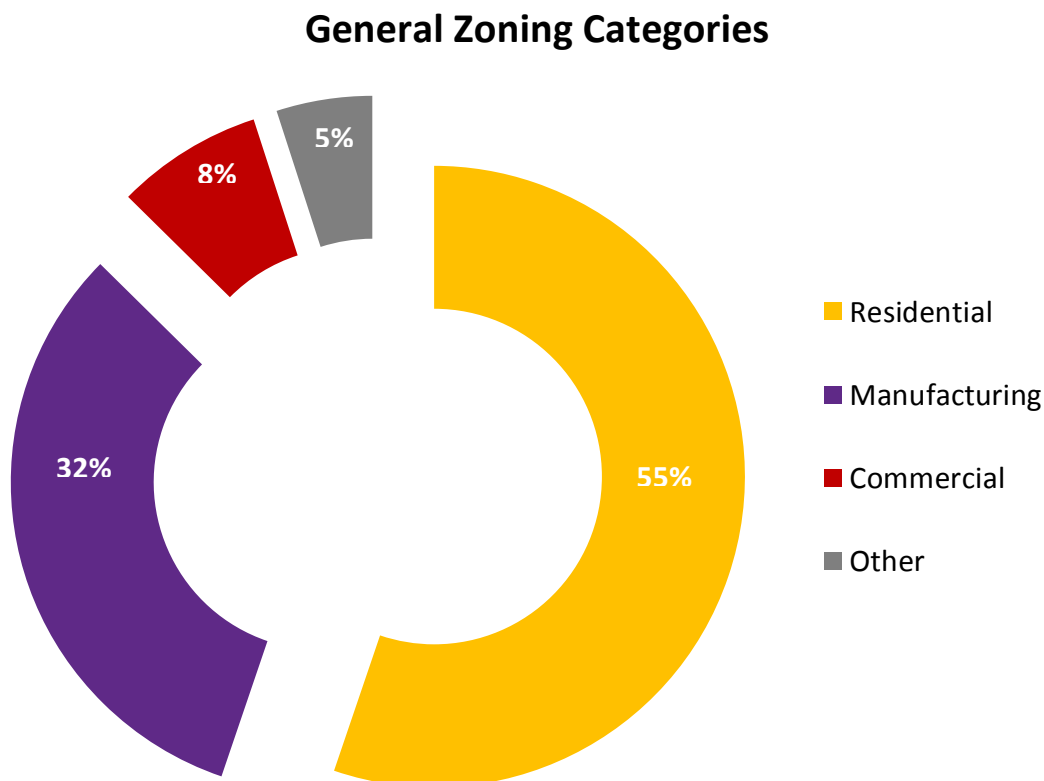
The South Linden Land Use Plan Area includes 16 different zoning districts. The R3 residential district, characterized by single-family development, is the most common. Collectively, residential districts cover over 55 percent of the area. Manufacturing districts, concentrated in the south and eastern portions of the area are the next most prevalent at 32 percent. Commercial zoning districts cover 8 percent of the area, with the C4 classification by far the most common. Commercial zoning is concentrated primarily along Cleveland Avenue and Hudson Street.

Commercial Zoning Overlays

The City of Columbus Zoning Code has three types of commercial zoning overlays designed to work in conjunction with underlying zoning districts to improve the character of commercial corridors, facilitate streetscape continuity, and encourage pedestrian-friendly development. The overlays regulate building placement, landscaping, graphics, lighting, parking and other components of commercial site development and apply to retail, restaurant and office uses.

The South Linden Plan Area contains one Urban Commercial Overlay (UCO). The UCO designation is in place on both sides of Cleveland Avenue from 11th Avenue to Hudson Street, continuing further north. Similar to all zoning regulations, the existing commercial zoning overlays are not affected or altered by the South Linden Land Use Plan.

Figure 1-4



3 – Plan Process

Plan Process Overview

The planning process included existing conditions research, a review of the existing plan, staff analysis, and public input. Planning staff engaged with community stakeholders (residents, business owners, and local developers) through area commission meetings, a public open house held by the Neighborhood Design Center for the Linden Community Planning effort, an online survey, an interactive webmap, and social media. After receiving community input, Planning Division staff prepared a draft plan for consideration by the South Linden Area Commission.

Summary of Public Input

Key areas of community input focusing on land use and urban design issues included the following:

- Cleveland Avenue needs a variety of open shops with renovated facades and well-lit places to park.
- The area should feel safe for those walking
- Abandoned housing needs to be addressed through rehab and demolition
- Clean up the area – eliminate litter
- Support for mixed use along Cleveland Avenue and Hudson Street
- Support for updated design guidelines.
- Support for maintaining the character of existing residential areas.
- There is a need for a grocery store or food market that offers a variety of healthy foods
- There is a need for business and other economic development
- There are concerns over the displacement of current residents

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4 - Recommendations

Recommended Land Use Map

The Recommended Land Use Map provides a land use recommendation for each parcel in the Plan Area and directly corresponds to C2P2 Land Use Policies and Area Specific Policies (pages 23-25).

Development proposals within the Plan Area are reviewed for consistency with Columbus Citywide Planning Policies, including the Design Guidelines, Land Use Policies, and Land Use Plan (including the Recommended Land Use Map and Area Specific Policies). The given density ranges are guidelines for future development in an area and are intended to work in conjunction with C2P2 Design Guidelines. Density ranges do not guarantee minimum or maximum densities for development proposals. (For more information on how to use the South Linden Land Use Plan, see *Using Columbus Citywide Planning Policies: Basic Steps* on page 6.)

The map legend corresponds with Table 1.2, which provides generalized descriptions of the land use classifications and density recommendations.

Key Recommendations

The South Linden Land Use Plan is designed to be used with the C2P2 Land Use Policies and Design Guidelines to review development proposals. Some of the plan's key recommendations are:

Design Guidelines: The C2P2 Design Guidelines that work with the South Linden Land Use Plan encourage high quality design to be included in future development proposals in the Plan Area.

Proposed Land Use: The recommended land use map in the South Linden Land Use Plan provides guidance for every parcel in plan area. Together with the C2P2 Land Use Policies, the map will be used to review development proposals.

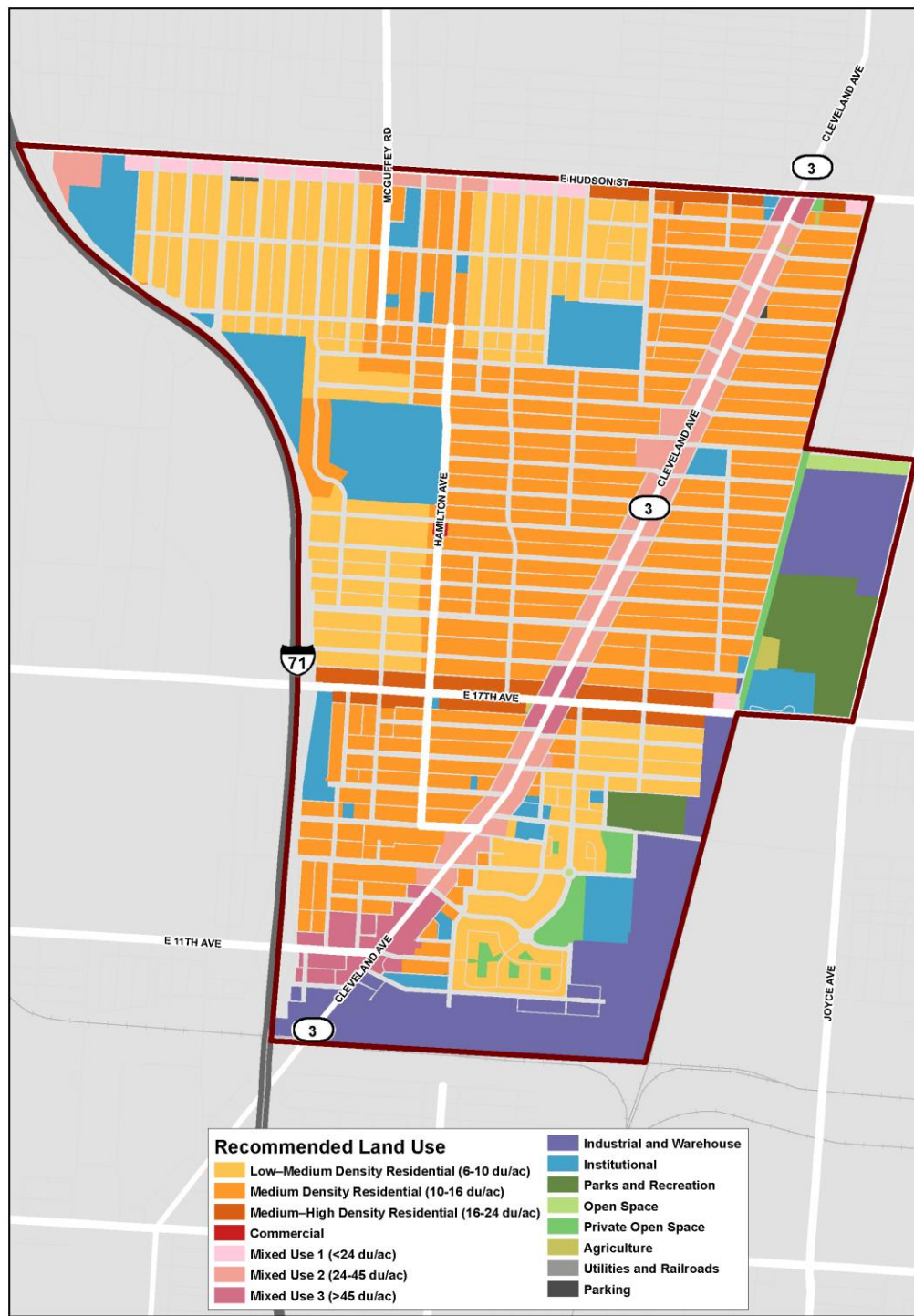
Mixed Use Development: The South Linden Land Use Plan recommends focused mixed use development on Cleveland Avenue, as well as portions of Hudson Street and Weber Road. This is based on the idea that these areas serve as Linden's "Main" Street.

Development that Supports Transit: The South Linden Land Use Plan recommends higher density residential along corridors that are served by public transit, with particular focus on key intersections such as Cleveland Avenue and Hudson Street and McGuffy Road at Hudson.

Neighborhood Infill: The South Linden Land Use Plan supports new single family homes and doubles in the heart of the neighborhood.

Area Specific Policies: The South Linden Land Use Plan provides focused attention on a number of issues. These include Hudson Street, auto oriented uses, residential zoning along Cleveland Avenue, and the vacated rail corridor running along the area's eastern boundary. See the Area Specific Policies section for further detail.

Figure 1-5



South Linden Land Use Plan Recommended Land Use



A north arrow pointing upwards and a scale bar labeled "Miles" with markings at 0 and 0.4.

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Table 1.2



Land Use Classification Table

The Land Use Classification Table provides generalized descriptions of the Land Use Classifications used for existing and recommended land use. It provides examples of development for each classification, but is not all inclusive of the types of development that may occur in a classification. The Land Use Plan is to be used with Design Guidelines to review and comment on development proposals, and the relevant design guideline section for each classification is indicated in the table.

Classification	Sub-Classification	Density Guideline*	Map Color	General Description, including examples of supportable uses	Design Guidelines
Residential	Very Low Density	Up to 4 du/acre		Predominantly single-family development. Refer to the Land Use Policies and Design Guidelines for additional standards regarding new development or redevelopment of low density residential sites.	Residential
	Low Density	4–6 du/acre		Predominantly single-family development, with limited amounts of multifamily	Residential
	Low–Medium Density	6–10 du/acre		Residential development including both smaller lot single-family and smaller scale multifamily development.	Residential
	Medium Density	10–16 du/acre		A variety of dwelling types, including smaller lot single-family, doubles, townhouses and multifamily development.	Residential
	Medium–High Density	16–24 du/acre		Multi-story, multifamily housing.	Residential
	High Density	24 - 45 du/acre		Dense multi-story, multifamily housing.	Residential
	Very High Density	45 and higher du/acre		Highest density multi-story, multifamily housing.	Residential
Commercial				Retail, office, or institutional uses. Fuel service stations are supported in this classification.	Commercial
Mixed Use	Mixed Use 1	Up to 24 du/acre		Commercial classification with residential uses supported. Development may include a mix of uses on one site (for example, residential units located either above and/or next to the commercial uses), or it may include only one use per site. The designation does not require a mix of uses, but instead promotes mixed use development where it is a viable development scenario.	Residential/Commercial
	Mixed Use 2	24 - 45 du/acre			Residential/Commercial
	Mixed Use 3	45 and higher du/acre			Residential/Commercial
Employment Center				Dedicated to employment type uses, including office. Retail and hotel uses may be appropriate if developed as secondary uses to the primary employment use.	Commercial
Industrial and Warehouse				Industrial, manufacturing, and warehouse uses.	Commercial
Office				Office uses.	Commercial
Institutional				Schools, government property, and places of worship. The Plan recommends institutional land use for existing institutional sites, however, it is recognized that institutional sites may be subject to redevelopment. Refer to the Land Use Policies and Design Guidelines for additional standards regarding the redevelopment institutional sites.	Residential/Commercial
Parks and Open Space	Parks and Recreation			Publicly owned parks and recreation facilities.	
	Open Space			Open space refers to natural areas that do not provide recreational facilities. This includes areas with development restrictions, such as cemeteries, regulated floodway, and conservation holdings.	
	Private open space			Golf courses, private sports fields, open space within a development owned by an HOA, or dedicated open space within developments. Refer to the Land Use Policies and Design Guidelines for additional standards regarding the development of private open space.	Residential/Commercial
Other	Agriculture			Agricultural uses, including traditional and urban farms. The Plan may recommend agricultural land use for existing agricultural sites, however, it is recognized that agricultural sites may be subject to redevelopment. Refer to the Land Use Policies and Design Guidelines for additional standards regarding the redevelopment agricultural sites.	Residential/Commercial
	Utilities & Railroads			This classification applies only to existing utility and railroad uses.	Commercial
	Mining & Quarrying			This classification applies only to existing mining and quarrying uses.	Commercial
	Parking			This classification applies only to existing parking uses.	Commercial
	Landfills			This classification applies only to existing landfill uses.	Commercial
	Vacant			This classification applies only to existing vacant sites.	
*Note: Density (gross) is typically measured in terms of dwelling units per acre. The calculation includes the area of the entire site including internal roads and vehicular circulation. Density calculations allow for clustering of units on a smaller portion of the developable site to accommodate natural resource preservation and larger open space designations.					

South Linden Area Specific Policies

Introduction

Planning staff recognizes that each community has distinct land use situations in which more unique, specific land use guidance may be appropriate. In these cases, staff has developed Area Specific Policies (ASP) to respond to the unique attributes of the South Linden area.

Area Specific Policy 1

Cleveland Avenue Mixed Use Areas and ARO Zoning

All of Cleveland Avenue within the Plan Area is recommended for Mixed Use development which includes commercial, institutional, and residential uses. This is consistent with the historic pattern of development along older commercial corridors. Uses may be mixed on a single parcel or within a building, or vary from site to site.

The two most common existing zoning classifications along Cleveland Avenue are Commercial (C4) and Apartment Residential Office (ARO). C4 zoning allows for a broad range of commercial uses, while ARO zoning allows for multi-unit residential, offices, and institutional uses (see City Code 3333.04 for full list), but does not allow for most commercial uses. Recent market analysis and commercial vacancy rates indicate that the amount of commercially zoned land on Cleveland Avenue far exceeds demand.

Due to the abundance of commercial (C4) zoning along Cleveland Avenue and existing market limitations, new commercial uses (retail, restaurant, etc.) are generally not supported on properties zoned ARO unless the use is part of a larger mixed use redevelopment.

Area Specific Policy 2

Mixed Use Districts and Auto Oriented Uses

Community residents and leaders in both South and North Linden have expressed concerns about the number of auto-oriented uses in their community, including auto sales, repair and service shops, tire stores, auto parts stores, fuel stations, and impound lots. A staff survey determined that there are over 40 such businesses on Cleveland Avenue and Hudson Street in the South Linden area (includes north side of Hudson). While many of these uses have the appropriate zoning, others do not meet code provisions addressing setbacks, screening, and signage.

Most of these uses fall within a Mixed Use designation on the proposed land use map. That designation envisions a mix of uses, built to Urban Commercial Overlay design standards, serving the neighborhood and reinforcing a walkable environment. The preponderance of auto oriented uses is inconsistent with the broader mix envisioned by the plan.

The following guidance is from the C2P2 Land Use Policies (Edition 1) and will be used in reviewing proposals for new or existing auto oriented uses within the framework of existing zoning.

While commercial auto oriented uses are included in the Mixed Use classifications, proposals for an auto oriented use will be reviewed for potential negative impacts on surrounding development and the neighborhood. Examples of auto oriented uses include gas stations, auto sales, auto service, car washes, etc. In situations where a commercial auto oriented use is proposed, the following should be considered:

- *The appropriateness of the site for an auto oriented use, including the number of similar uses in a neighborhood and future development opportunities. In situations where a saturation of auto oriented uses exists within an area, new auto oriented uses are generally not supported.*
- *In areas where a commercial overlay exists, proposals should meet overlay standards.*
- *New development should include a high level of site and architectural design to mitigate impacts on existing and future development.*

Area Specific Policy 3

Hudson Street

South and North Linden meet at Hudson Street. While the street is the formal boundary between two area commissions, the community doesn't see it as a border. Instead, Hudson Street can serve as an important connector, bringing Linden together, through improved development standards and investment.

The 2012 South Linden Neighborhood Plan Amendment recommended that a commercial overlay be established on Hudson Street. While not yet implemented, community members continue to express concerns about the condition of development along the corridor. Commercial overlays are intended to encourage well designed, pedestrian-friendly development. The most common type of commercial overlay is the Urban Commercial Overlay which reinforces the development patterns most common in older neighborhoods. Commercial overlays regulate building placement, landscaping, graphics, lighting, parking and other elements of site development. They apply to retail, restaurant and office uses.

The Plan recognizes the importance of Hudson Street to both South and North Linden, and encourages use of the C2P2 Land Use Plan and Design Guidelines to improve conditions along the corridor as investment occurs. Additionally, uses that provide a venue for bringing the community together are supported along Hudson Street.

A Commercial Overlay is recommended for Hudson Street. Further evaluation is needed to determine the appropriate boundaries and type of overlay.

Area Specific Policy 4

Vacated Railroad Corridor

A vacated railroad right-of-way runs along the eastern portion of South Linden. The corridor is controlled by a single owner and remains intact from 17th Avenue to Cooper Park north of SR 161. As discussed in prior plans, the railroad corridor provides an important opportunity for transportation connections within Linden and to the broader community.

The former railroad corridor that runs along the eastern portion of South Linden should be preserved for use as a transportation corridor, providing connections within Linden and to the broader community.